

UNIT 372

OLD SACRAMENTO STATE HISTORIC PARK

**DRAFT GENERAL DEVELOPMENT PLAN
(not approved)**

February 1970

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DEVELOPMENT DIVISION**

OLD SACRAMENTO STATE HISTORIC PARK

GENERAL DEVELOPMENT PLAN

STATE OF CALIFORNIA — THE RESOURCES AGENCY
DEPARTMENT OF PARKS AND RECREATION

OLD SACRAMENTO STATE HISTORICAL PARK

GENERAL DEVELOPMENT PLAN

Prepared By

DEVELOPMENT BRANCH

FEBRUARY 1970

Ronald Reagan
Governor
State of California

N.B. Livermore, Jr.
Secretary for Resources

William Penn Mott, Jr.
Director
Department of Parks and Recreation

James E. Warren
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SUMMARY

Old Sacramento State Historic Park, located on approximately nine acres within the historic area of the West End Development Project, when completed, will depict the scene and activities occurring during the Gold Rush Period. All property acquisition has been completed with the exception of property owned by the Southern Pacific Company and by the Division of Highways. Initial development, consisting of the first phase reconstruction of the Big Four Building, stabilization of the Dingley Spice Building, and demolition of non-historic structures on park property, will be completed by June of 1970. The project will serve an estimated population of 7,809,400 within the two hour travel time zone by 1985. Complete development will consist of reconstruction of nineteen structures, and restoration of two buildings, as well as interpretation of the entire park area and development of an historic railroad exhibit. Estimated total cost of development and interpretation is \$5,000,000. Estimated annual operating costs are estimated at \$138,000 after development is complete.

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PLATES

1. GENERAL DEVELOPMENT PLAN

INTRODUCTION

Old Sacramento State Historic Park will serve the public as a major example of the gold-rush period. Here, the visitor's knowledge of this period and its significance to California's heritage will be expanded. It is classified as a State Historic Park in accordance with provisions in the Public Resources Code.

Location

The park is located within the west-end redevelopment project area of the City of Sacramento. The park is generally bounded by the Sacramento River, the Southern Pacific Railroad mainline at the I Street bridge, Second Street, and J Street; also included within the park is the Hastings building, located on the southwest corner of Second and J Streets.

Size

Old Sacramento State Historic Park comprises an area of approximately nine acres, with a river frontage of approximately 850 feet.

Acquisition

Funds were appropriated from the 1964 State Park Bond Act to acquire the property for this park unit. All acquisition has been completed except for land owned by the Southern Pacific Railroad and by the Division of Highways. The Division of Highways' property will be acquired by land exchange. Acquisition of the Southern Pacific property with State funds is dependent on sale of Park Bonds. Possible acquisition of Southern Pacific property with Redevelopment funds is being investigated. The present plan is for all Southern Pacific property to be acquired by the Property Acquisition Division with the Parks and Recreation Department and the Redevelopment Agency funding their proportionate share of the acquisition costs.

Potential Use

Although the State Historic Park will be a nearly continuous unit in itself, it will also be a contiguous part of the whole Old Sacramento Historic Area. As such, it will share and contribute to all activities and uses in the area. The Sacramento Historic Area, while a distinct area in character, is conceived as a working adjunct of the central business district of Sacramento. Therefore, not only will the historic park attract visitors to the whole historic area, but the "business district" of the historic area will attract local visitors to the park. At the present time, with no development completed in the park, almost daily requests for tours in the unit are received in conjunction with tours in the Governor's Mansion, Indian Museum, and Sutter's Fort. Economic studies prepared in 1964 as part of the Candeb, Fleissig report on the Old Sacramento Historic Area indicated a potential attendance of 2,427,000 persons annually by 1970 with 800,000 of these visitors being tourists. The report anticipated a much more rapid development of the area than has actually occurred. This estimate, however, could still hold true based on the date at which time approximately 517,000 square feet of floor area will be developed in the historic areas.

General Operation Philosophy

While the general development philosophy is to recreate the physical appearance of the structures, streets and open areas as they were during the heyday of Old Sacramento, the operation philosophy will expand and bring to life this static scene. The operational plan is to recreate the activity and tempo of the early days. How people lived, how they did their work, hauled their goods, and how they traveled, are the things that must be demonstrated if this past is to be brought to life. The plan is to maximize the educational, cultural, and historical values of the area.

NEED

Old Sacramento is located in the heart of metropolitan Sacramento and is in the one to two hour travel time zones of the San Francisco Bay Area Metropolitan Complex* and the Stockton Metropolitan Area. The existing and projected population** of these metropolitan areas are:

	<u>1968</u>	<u>1980</u>	<u>1985</u>
San Francisco-San Jose-Oakland Metropolitan Complex	4,315,000	5,797,300	6,500,700
Sacramento Metropolitan Area	631,000	854,100	952,500
Stockton Metropolitan Area	288,000	333,100	356,200

The recreation demand for the residents of these metropolitan areas is increasing faster than the population growth. For example, while the population of the Sacramento Metropolitan Area is expected to increase approximately 68% between 1960 and 1980, the recreation demand of its residents is expected to increase 90% or 1.33 times the population growth during the twenty-year period.

Old Sacramento is located adjacent to both Interstate 80 (the main route east and west from San Francisco) and Interstate 5 (the main route north and south through California). These two main tourist routes will make this historic facility easily accessible to both in-state and out-of-state tourists.

The interpretation of this historic resource should have sufficient attractive value to assure large attendance.

* Includes: Alameda, Contra Costa, Marin, San Francisco, San Mateo, Santa Clara and Solano Counties

** Department of Finance

Old Sacramento represents the American Period in California history. It portrays California's early urban and industrial development. This development will emphasize the role of railroad and river transportation in the growth of industrial California.

Sutter's Fort, which depicts an earlier era of California history, and which enhances the attractive qualities of Old Sacramento had a visitor attendance of 256,000 in FY 1967-68. Another local state historic site, the Governor's Mansion, recorded over 75,000 visits in FY 1967-68, its first year of operation.

Approximately 12% of the 36 million visitors to state parks in 1969 attended historical areas.

THE PLAN FOR DEVELOPMENT

The objective sought in the development program for Old Sacramento State Historic Park is:

To recreate and interpret for public use and enjoyment an important period in Sacramento and California History - - the 1849 to 1870 Period.

In achieving this objective the unit must meet the criteria established for all units of the State Park System. These criteria are as follows:

1. Area should be of Statewide significance.
2. Area should possess outstanding features of special historical significance, that makes its preservation and use a matter of Statewide concern.
3. Area should be unified and complete with logical boundaries. A boundary for the unit was established meeting the above criteria which was the minimum area deemed necessary to accomplish the stated objective.

Development will consist of reconstruction of the structures existing in 1849 and 1852 on the western half-block facing Front Street between I and J Streets. The structures to be reconstructed to their original and their suggested uses are as follows:

S. Taylor Building - 1840, Front Street

Original Use - Conjecture, Eating House

Suggested Use - Restaurant

Eagle Theater - 1849, Front Street

Original Use - First Theater constructed as such in California

Suggested Use - Period Theater (School or Player Groups, etc.)

T. McDowell Bldg.	- 1849, Front Street
Original Use	- Unknown.
Suggested Use	- Possible joint storage for Park or Concessioner.
City Hotel	- 1849, Front Street
Original Use	- Hotel, eating place, saloon.
Suggested Use	- Period Hotel.
Hotel de France	- 1849, Front Street
Original Use	- First Hotel in Sacramento (operated by Sam Brannan).
Suggested Use	- Period Hotel, House Museum.
Peoples Market	- 1849, Front Street
Original Use	- General Store and Market.
Suggested Use	- Period Grocery Store.
Hensley-Reading Building	- 1849, Front Street
Original Use	- Tavern, general store, and fish market.
Suggested Use	- Custom Butcher and Sausage Shop, including fish and poultry.
New England Seed Store	- 1852, J Street
Original Use	- Seed Store.
Suggested Use	- Custom Seed Store dealing in specialized bulk seeds. The prototype of the Camelia was introduced to Sacramento from this store.
Cothrin Bldg.	- 1852, J Street
Original Use	- Office bldg., hardware store and annex to seed store above.
Suggested Use	- Hardware and Implements or annex to seed store.

Wells Fargo - 1852, J Street

Original Use - Banking.

Suggested Use - Courtesy Bank, preferably Wells Fargo.

Round Tent - 1849, J Street

Original Use - Gambling Hall.

Suggested Use - Refreshment Outlet.

F. Ogden Bldg. - 1849 I Street

Original Use - Boarding House.

Suggested Use - Candy and/or Ice Cream manufacture and sales.

Yolo Livery Stable - 1849, I Street

Original Use - Livery Stable.

Suggested Use - Blacksmith Shop, wrought iron products. Possible depot for horse-drawn internal transportation system.

Development on the north side of I Street would initially provide parking for approximately 250 cars on grade. This parking could be increased by providing a multi-level parking structure if other parking in and adjacent to the area could not supply the demand. The street frontage when complete would have the following buildings reconstructed:

City Hall and Water Works Bldg.: 1854

To be reconstructed on original site by local governments.

Suggested Use - Combined City-County Museum.

Big Four Building: 1852. Under reconstruction on new site.

Original Uses - General Merchandise Stores, Miners' Supplies, Offices of Central Pacific Railroad.

Suggested Use - House Museum depicting above uses, exhibit preparation repair, and storage.

Dingley Spice Mill: 1853. Presently being stabilized.

Original Use - Coffee and Spice Mill

Suggested Use - Coffee, Tea and Spice Specialty Store, Audio-Visual
Orientation and Interpretation of restoration techniques.

Sacramento Iron Works: 1853. Reconstruction on original site.

Original Use - Iron Works

Suggested Use - Activity related to original use.

Stein (Elkus) Store - 1852. Reconstruction on new site.

Original Use - To be determined by further research.

Suggested Use - Activity related to original use.

Labatt Cigar Store: 1854. Reconstruction on new site.

Original Use - Tobacco Store.

Suggested Use - Tobacco Store.

Lambard Flour Mill: 1853. Reconstruction on new site.

Original Use - Flour Mill.

Suggested Use - Bakery Products Manufacture and Sales.

The Hastings Building (1853) at the southwest corner of Second and J Streets will be restored to the 1857-61 Period during which time it housed the Hastings Bank, The Alta Telegraph Company, The Supreme Court, The Attorney General's Offices, The State Librarian, Architectural Office of Boyd and Davis, and other offices of judges and attorneys.

The waterfront area between Front Street and the Sacramento River will be developed to portray the Early 1849 Embarcadero scene between I and J Streets. The area immediately adjacent to the concrete flood wall will be raised to reduce the visual impact of the concrete wall, to give the appearance of a low levee, and to provide a promenade for visitors to see the river. Small structures will be developed along the promenade to further provide activities adjacent to the water. Proposals are now under consideration for permanent docking of a replica of the Crysopolis, an early sidewheeler, in the Sacramento River at the foot of L Street. Other appropriate structures will be developed to house the historical railroad equipment which has been presented to the State for the viewing and enjoyment of the public.

Development progress to date together with funding is as follows:

1965-66 F.Y. - Motor Vehicle Tax Fund	\$500,000.00
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Purchase of historic brick for use in restoration or reconstruction work with the Park. Reconstruction of Big Four Bldg.

1968-69 F.Y. - Bond Act Funds	\$375,000.00
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Stabilization of Dingley Spice Bldg., demolition of nonhistoric buildings, initial parking area, research and planning.

ESTIMATED COST OF FULL DEVELOPMENT

Estimated cost to complete the restoration, reconstruction, and interpretation is \$2,250,000.00.* This development cost may be partially funded from private capital if it is determined that certain structures could be reconstructed and operated under the Department's Concession Program.

* This figure is a preliminary estimate by the Department of Parks and Recreation based on General Development level planning studies. It represents current 1969 price levels. Additional detailed planning and design by Parks and Recreation and cost estimating by the Department of General Services, Office of Architecture and Construction, will result in more accurate cost estimates for individual capital outlay projects staged from the General Development Plan.

OPERATION

It will take \$138,000 annually to operate and maintain the development delineated in this plan. Operating costs are broken down into \$96,000 for permanent personnel, \$24,000 for seasonal personnel and \$18,000 for operating expenses. An additional one-time cost of \$14,000 for equipment will be necessary.

These funds will provide for the administration, interpretation, and maintenance of the development. They will be offset by approximately \$20,000 in revenue from guided tours. Neither the estimated costs nor the revenue include the operation of the reconstructed businesses, nor do they include operational costs and revenue from the exhibit of old trains should it become a part of this project. The reconstruction of the historic buildings will be undertaken on a phased basis and full operation will not be possible for at least five years.

SPECIAL CONSIDERATIONS

A permanent and intermediate solution must be developed for housing the extremely valuable historic railroad equipment which has been donated to the Department of Parks and Recreation.

An ultimate circulation solution must be developed in cooperation with the private sector which will eliminate contemporary vehicles (automobiles, trucks, buses, freight trains, etc.) from the historic scene. An internal transportation system utilizing horse-drawn streetcars is one partial solution proposed.

A method of providing for authentic activities within the Park which does not depend on each activity's financial feasibility must be devised. Possible solutions are the operation of all activities by State employees, or by providing for operation of certain activities under one agreement which would allow for flexibility in shifting personnel as needed from activity to activity and to allow for balancing low profit activities with higher profit activities.

Memorandum

To : Mr. William Penn Mott, Jr.
Director

Date : March 25, 1970

Subject: General Development
Plans

From : Department of Parks and Recreation

I am transmitting to you copies of the General Development Plans that have been prepared in both narrative and graphic form in accordance with our new planning procedures for the following parks:

Bolsa Chica State Beach
Malibu Lagoon State Beach
Old Sacramento State Historic Park
Point Mugu State Recreation Area
Silverwood Lake State Recreation Area

These are being forwarded to you for your review and approval so that we may report to the Legislature the completion of a number of General Development Plans. In your earlier review of the report for Point Mugu you indicated the need for detailed information regarding staffing, attendance and operation costs for each of the stages of development. This information is still being prepared by the Operations Division for the attached reports. When it is available, it will be added to these reports as an additional appendix, so that it will not in any alter the text of the report itself.

I am also including a letter for your signature indicating approval of the plans as a suggested method of formalizing the approval of these reports.

for Richard A. May
James E. Warren, Chief
Planning and Development Division

Attachments

Mr. James E. Warren, Chief
Planning and Development Division

May 19, 1970

General Development Plans

35-7.0-634

Please refer to your letter of March 25 signed by Dick May, subject General Development Plans. I have reviewed the report and have the following comments to make:

1. Old Sacramento SHP: I do not feel that the report is as complete as it should be with regard to the historical information. More information should be provided to completely justify our development program as well as our interpretive program. Our development should be related to the urban renewal and comments made on their plan, etc. The report should give more emphasis than it now contains to the relationship of our projected urban renewal. The report does not go into the program that we have in mind relative to trains as a part of Old Sacramento. I think this should be given considerably more emphasis, and an inventory of the trains that are now available should be included in the report, as well as a more detailed description of what we intend to do insofar as the train display is concerned.

I suggest that you contact Denny Auspach, H.D., if you need additional information in order to give this particular phase of the Old Sacramento State Historic Park development the emphasis that I believe it should have.

I also feel that the report should include reproductions of the sketches which Bob Unte has showing the elevations of the various buildings and the street scenes so that people will have a better idea of the proposed rehabilitation and redevelopment of the area.

Lastly, I would like to suggest that the costs for development be shown in more detail. It would be desirable if we could show cost estimates building by building, rather than lump sum as now appears in the report.

2. Bolsa Chica State Beach: It seems to me that within the report there should be a brief discussion of the condition of the area when the state purchased this property. As I recall, the area was called "Tin Can Beach". We spent a considerable sum of money removing the tin cans and the quantity removed is a rather impressive figure. I would think that this ought to be a part of the report.

The cost figures should be in more detail. I believe we have this information. I find it difficult to adjust the beach attendance figures at Bolsa Chica with those at Malibu. I would think that the attendance at Bolsa Chica would be equal to that of Malibu. How did we develop figures that seem to indicate that Bolsa Chica would have less attendance? Also, the revenue figures for Bolsa Chica seem low to me. I wondered how they related to Huntington Beach, for example.

May 19, 1970

Shouldn't we also discuss the question of temporary development, particularly in view of the uncertainty of highway location, the development of the lands easterly of the existing highway, and the possibility of the sea water conversion plant, etc. It seems to me we should discuss the whole area in relationship to our planning and indicate why it is necessary that all of the planning in the area be integrated so that the development of the State beach refers to the private development and vice versa.

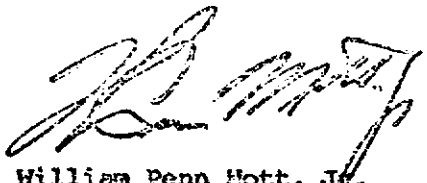
Page 11 - Paragraph entitled "Safety and Control". I would prefer that the sentence start out as follows: "A fence or suitable barricade for public safety . . ."

Page 13 - Paragraph entitled "Staging of Development". I would like to see the first sentence which discusses the need for total development of the area developed a little more fully rather than just making a simple statement. It seems to me that we could indicate that the opportunity for full development could take place provided the utilities, roads, and so forth were put in and certain other facilities built by the State with the balance of the facilities constructed by concession contracts. Nowhere in the report do I recall your mentioning this kind of opportunity and I think the report should cover this subject.

3. Malibu Lagoon State Beach: Construction cost breakdown should be in greater detail, more description of the house and its history and how we intend to use it. It seems to me that the report would be much more effective if there were photographs both of the exterior and interior of the house so that people could understand the significance of this particular building. Also, it seems to me greater emphasis should be placed on the history of this area and a more complete paragraph or section on this subject. Also, I think the revenue section needs to be given more attention. It doesn't seem to me that we really have estimated the total revenue potential of the development. It seems to me that on this controlled park area, with the intensity of use that we expect in this area, that we might very well have a 25¢ per person charge to come to the area, either for swimming or to go through the house. My feeling is that the revenue potential is much higher than you have indicated in the report. In other words, it seems to me that this park surely will operate on more revenue than the expenses for operation. I think that our figures ought to indicate this potential. Also, should we not discuss in the report the possibility of Los Angeles County taking on the responsibility of the lifeguarding in this area as a coordinated effort.

4. Silverwood Lake: I have no comments.

5. Point Mugu: I have no comments.



William Penn Hott, Jr.
Director

WPH:kf

Memorandum

Date: June 21, 1999

To: Ron Brean, District Superintendent
Gold Rush District

From: Jim Woodward, Park Planner
Northern Service Center

Subject: Old Sacramento SHP General Development Plan

In the past few months, I have been tracking down information on old general plan documents. For Old Sacramento, I wanted to know if the published 1970 General Development Plan report had been approved. All the copies I have seen have "Preliminary Draft" penned on the cover, and February 1970 on the title page. A search of Commission minutes for the 1970s shows the Commission did not approve this particular plan. In fact, the first Commission approval for a General Development Plan report was in 1971 for Point Mugu SP.

Attached are copies of memos that indicate the GDP report for Old Sac was prepared primarily for Finance and the Legislature, in support of the capital outlay budget. Then-Director William Penn Mott, Jr. reviewed this report, and did *not* approve it according to his May 19, 1970 memo. I could find no other document in Central Records or our various HQ libraries indicating a subsequent revision or approval of a General Development Plan for Old Sacramento. If your office has any other information to the contrary, I would very much appreciate learning the details in order to complete a "Finder's Guide" for General Plan documents in DPR. This circumstance is not entirely unique to the GDP report for Old Sacramento.

Old Sacramento does still have an approved General Development Plan. It is one page long, drawing no. 2,230, approved by William Penn Mott, Jr. on July 1, 1970. Interestingly, this drawing does not include the railroad museum, well studied elsewhere, but not shown in the General Development Plan.

Sincerely,

Jim Woodward
Associate State Archaeologist
(916) 323-0964

Attachments